

Message Text

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CINCLANT NORFOLK VA PRIORITY

C O N F I D E N T I A L SECTION 1 OF 2 NASSAU 1350

E.O. 11652: GDS

TAGS: MARR BF US

SUBJ: FACILITIES NEGOTIATIONS

1. FOLLOWING IS TEXT OF NOTE NO. EXT/C.80/15, DATED AUGUST 15, 1975 FROM GCOB MINEXTAFF AND ENCLOSURE:

QUOTE EXCELLENCY:

I HAVE THE HONOUR TO REFER TO THE MEETING OF JULY 31, 1974 BETWEEN YOUR PREDECESSOR THE HONOURABLE RONALD I. SPIERS AND MYSELF DURING WHICH I WAS INFORMED OF YOUR GOVERNMENT'S RESPONSE TO MY GOVERNMENT'S POSITION ON THE FACILITIES TALKS. YOUR EXCELLENCY'S GOVERNMENT'S RESPONSE AS PRESENTED TO ME IS CONTAINED IN THE ANNEX TO THIS LETTER. I HAVE ALSO TO REFER TO OUR SUBSEQUENT CONVERSATIONS AND THE MATTERS WHICH I HAVE COMMUNICATED TO YOU WHICH I RESTATE HEREIN.

THERE APPEAR TO BE SOME MISUNDERSTANDINGS AS TO THE SCOPE OF THE AGENDA OF THE ORIGINAL TALKS AS WELL AS TO THE INTENTION OF THE TALKS THEMSELVES. I WOULD WISH TO OFFER THE OBSERVATIONS OF MY GOVERNMENT ON SOME OF THE POINTS RAISED IN THE ANNEX.

THE GOVERNMENT OF THE BAHAMAS DOES NOT CONSIDER ITSELF AS HAVING DEPARTED FROM THE AGREED CONTEXT OF THE TALKS AS SUGGESTED.

THE AGENDA OF THE TALKS AND THE AGREED RECORD OF THE TALKS

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THEMSELVES BEAR OUT THIS CONTENTION. THE AGENDA WAS AS FOLLOWS:

"TO EXAMINE THE BASIS FOR THE CONTINUED APPLICATION OF THE EXISTING AGREEMENTS COVERING THE U. S. AND U. K. MILITARY FACILITIES IN THE BAHAMAS AFTER INDEPENDENCE INCLUDING RIGHTS OF ACCESS, OVERFLIGHT AND PASSAGE.

"TO CONSIDER THE FRAMEWORK FOR BAHAMAS SECURITY AFTER INDEPENDENCE." (SEE ANNEX A OF THE AGREED MINUTES OF THE MEETING OF 10 - 11 MAY, 1973.)

THE SCOPE OF THIS AGENDA IN OUR VIEW IS NOT LIMITED TO THE CONTEXT OF THE SPECIFIC SECURITY INTERESTS OF BOTH COUNTRIES AS WOULD BE IMPLIED IN PARAGRAPH 1 OF THE ANNEX. NOR DOES THE AGENDA PRECLUDE NEGOTIATIONS ON ISSUES OUTSIDE THE AMBIT OF MUTUAL SECURITY. IT IS THE OPINION OF MY GOVERNMENT THAT ECONOMIC INTERESTS AS RELATED TO THIS SUBJECT ARE INSEPARABLE.

THE LAST TWO SENTENCES OF PARAGRAPH 15 OF THE AGREED RECORDS OF THE TALKS OF 10 - 11 MAY, 1973 IS TESTIMONY OF MY GOVERNMENT'S INTERPRETATION OF THE PROPER CONTEXT OF THE TALKS. HERE THE POINT WAS MADE THAT DEFENCE, SECURITY AND ECONOMIC CONSIDERATIONS ARE INTERRELATED AND THAT THE BAHAMAS COULD NOT MAKE AN EFFECTIVE CONTRIBUTION TO SECURITY WITHOUT ECONOMIC VIABILITY, REASONABLE TERRITORIAL JURISDICTION AND DEFENCE CAPABILITY.

FURTHER, IF WE ARE TO EXAMINE THE BASIS FOR THE CONTINUED APPLICATION OF THE EXISTING AGREEMENTS THEN THE CONTEXT OF NEGOTIATIONS MUST BE PUT IN THE LIGHT OF THE POLITICAL, ECONOMIC AND MILITARY CIRCUMSTANCES EXTANT IN CONTEMPORARY TIMES AS CONTRASTED WITH THOSE SAME SITUATIONS WHICH OBTAINED IN 1941 AND 1963 AND WHICH CHARACTERISED RELATIONSHIPS BETWEEN THE GOVERNMENT OF THE UNITED STATES AND THE GOVERNMENT OF THE UNITED KINGDOM SERVING AS THE BASIS FOR THE EXISTENCE OF THE AGREEMENTS IN THE FIRST PLACE.

MOST SIGNIFICANT AMONG THESE CHANGES WAS THE ACHIEVEMENT OF THE INDEPENDENCE OF THE COMMONWEALTH OF THE BAHAMAS ON 10 JULY, 1973 AND CONCOMITANT WITH THIS EVENT WAS THE DESIRE OF MY GOVERNMENT TO PROVIDE NOT ONLY FOR THE SECURITY OF OUR NATION, BUT ALSO FOR THE REALISATION OF ITS ECONOMIC POTENTIAL

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WITH OPTIMUM UTILISATION OF ITS RESOURCES.

THESE RESOURCES WOULD INCLUDE THE SITES ON WHICH THE U. S. FACILITIES ARE LOCATED. MY GOVERNMENT COULD THEREFORE NOT CONSIDER AN AGREEMENT SOLELY WITHIN THE SECURITY CONTEXT AND NOT WITHIN THE CONTEXT OF THE WIDER ECONOMIC AREA AS IS STATED IN THE SECOND SENTENCE OF PARAGRAPH 6 OF THE ANNEX. THE VIEW OF MY GOVERNMENT IN THIS CONNECTION WAS PUT BY THE BAHAMIAN

DELEGATION AT THE TALKS OF 10 - 11 MAY, 1973, WHEN THE DELEGATION WENT ON RECORD AS HAVING STATED "THE U.S. MIGHT ASSIST THE BAHAMAS IN OBTAINING CAPITAL TO DEVELOP BAHAMIAN INFRASTRUCTURE."

FURTHER, THE U. S. DELEGATION AT PARAGRAPH 28 OF THE TALKS OF 10 - 11 MAY STATED THAT IT WOULD "BASICALLY RECOMMEND THAT THE U. S. GOVERNMENT ADOPT A POLICY TOWARD THE BAHAMAS WHICH RECOGNISED IT AS A CO-OPERATIVE AND FRIENDLY NEIGHBOUR AND WOULD GIVE APPROPRIATE CONSIDERATION TO THE BAHAMAS DEVELOPMENT NEEDS". THIS OFFER CLEARLY REFLECTS THE CONCEPTUAL FRAMEWORK OF YOUR GOVERNMENT'S REPRESENTATIVES AT THOSE TALKS.

PARAGRAPH 1 OF THE ANNEX FURTHER GIVES THE IMPRESSION THAT THE ORIGINAL TALKS AND CONDITIONS MENTIONED THEREIN WERE THEMSELVES INTENDED TO CONSTITUTE THE FIRM BASIS OF AGREEMENT RESPECTING THE FACILITIES. MY GOVERNMENT IS OF THE VIEW THAT SUCH AN IMPRESSION IS ERRONEOUS. RATHER, THE TALKS AS STATED AT PARAGRAPH 1, SECOND SENTENCE OF THE OPENING SPEECH BY THE LEADER OF THE BAHAMAS DELEGATION, WERE PRELIMINARY AND EXPLORATORY. MY GOVERNMENT VIEWS THE QUID PRO QUO FOR THE FACILITIES AND OPERATING RIGHTS, AS TENDERED BY YOUR DELEGATION AS HAVING BEEN DONE IN THIS CONTEXT. MY GOVERNMENT HOLDS THE VIEW THAT THE SIXTEEN PROPOSALS WHICH THE U. S. DELEGATION WAS PREPARED TO RECOMMEND TO ITS GOVERNMENT WERE UNILATERAL OFFERS OF AN EXPLORATORY NATURE ONLY.

WITH REGARDS TO POINT 2, OF THE ANNEX, THE TECHNICAL SURVEY TEAM FIELDIED BY YOUR EXCELLENCY'S GOVERNMENT IN CO-OPERATION AND AGREEMENT BY MY GOVERNMENT, WAS NOT, IN THE OPINION OF MY GOVERNMENT CONDUCTED SOLELY WITHIN THE CONTEXT OF SECURITY INTERESTS AND IN ISOLATION TO OTHER INTERESTS. IF YOU REFER TO THE OFFICIAL RECORDS OF TALKS (SEE RECORDS OF 22 AND 25 JUNE, 1973 LAST SENTENCE NO. 13) THIS POINT IN OUR VIEW BECOMES CONFIDENTIAL

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QUITE CLEAR. THE SECURITY ASPECTS OF THE NEGOTIATIONS WAS ONLY A PART OF THE PARCEL AND NOT THE ENTIRE PARCEL. THESE RECORDS SHOW THAT "THE U. S. DELEGATION WAS ALSO PREPARED TO

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C O N F I D E N T I A L SECTION 2 OF 2 NASSAU 1350

RECOMMEND THAT U. S. SPECIALISTS AND BAHAMIAN OFFICIALS EXAMINE BAHAMIAN SECURITY CAPABILITY NEEDS AND TO RECOMMEND THAT THE FINDINGS RESULTING FROM THIS EXAMINATION SHOULD BE TAKEN INTO ACCOUNT WHEN ARRIVING AT A DEFINITIVE AGREEMENT".

WITH REGARDS TO PARAGRAPH 4 OF THE ANNEX, THE DURATION OF THE AGREEMENT, MY GOVERNMENT IS OF THE VIEW THAT THIS WILL DEPEND UPON THE CONTENT OF THE DEFINITIVE PACKAGE WHICH IN THE VIEW OF MY GOVERNMENT MUST INCLUDE CONSIDERATIONS OF A WIDER ECONOMIC NATURE.

IN THE LIGHT OF THE FOREGONE OBSERVATIONS, I MUST REITERATE THE VIEWS OF MY GOVERNMENT THAT:

(I) THE CONTEXT OF THE NEGOTIATION DO NOT PRECLUDE CONSIDERATIONS IN THE WIDER ECONOMIC AREA.

(II) THE CONTEXT OF THE NEGOTIATIONS IS NOT LIMITED TO ASSISTANCE SOLELY WITHIN THE AMBIT OF SECURITY.

(III) THE SIXTEEN POINT PACKAGE, WITHOUT ECONOMIC CONSIDERATIONS IS NOT ACCEPTABLE TO MY GOVERNMENT.

(IV) MY GOVERNMENT NOW WISHES TO CONTINUE TO EXAMINE THE BASIS FOR THE CONTINUED APPLICATION OF THE DESIRED EXISTING AGREEMENTS, AND THAT SUCH EXAMINATION BE CONTINUED WITHIN THE CONTEXT OF CONFIDENTIAL

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ECONOMIC AND SECURITY CONSIDERATIONS.

RESPECTFULLY YOURS,

P. L. ADDERLEY

MINISTER OF EXTERNAL AFFAIRS

MEETING WITH MINISTER ADDERLEY JULY 31, 1974 - 10 AM

AFTER OUR MEETING OF JUNE 28 I REPORTED FULLY TO WASHINGTON ON THE BAHAMAS GOVERNMENT POSITION ON OUR FACILITIES TALKS. I HAVE NOW RECEIVED WASHINGTON'S INSTRUCTIONS ON OUR RESPONSE, WHICH ARE IN THE FOLLOWING POINTS:

1. WASHINGTON EXPRESSED ITS DISAPPOINTMENT IN THE DEPARTURE FROM WHAT WE HAD CONSIDERED TO BE THE AGREED CONTEXT OF THE NEGOTIATIONS, THAT THE U.S. FACILITIES AND OPERATING RIGHTS REQUIREMENTS WOULD BE CONSIDERED IN THE CONTEXT OF THE SPECIFIC SECURITY INTERESTS OF BOTH COUNTRIES. IN THE PRE-INDEPENDENCE NEGOTIATIONS IT WAS MADE CLEAR THAT THE QUID PRO QUO FOR OUR FACILITIES AND OPERATING RIGHTS COULD NOT BE RELATED TO GENERAL ECONOMIC ASSISTANCE. THE U.S. NOW REAFFIRMS THIS POINT.
2. ON THE ASSUMPTION OF THIS AGREED CONTEXT, WE SENT A TECHNICAL SURVEY TEAM TO NASSAU LAST SEPTEMBER WITH BAHAMIAN AGREEMENT TO REVIEW BAHAMIAN SECURITY REQUIREMENTS WITH A VIEW ULTIMATELY TO DETERMINING WHAT U.S. CONTRIBUTIONS IN THIS FIELD MIGHT BE AGREED UPON AS APPROPRIATE IN CONNECTION WITH THE QUID FOR THE FACILITIES AND OPERATING RIGHTS. SO FAR THE BAHAMAS HAS NOT COMMENTED ON THE TECHNICAL SURVEY TEAM'S REPORT.
3. ON THE QUESTION OF OPERATING RIGHTS, WE WOULD FIND USEFUL AN INDICATION OF WHICH SPECIFIC RIGHTS APPEAR TROUBLESOME FOR THE BAHAMAS. WE WOULD WELCOME A BAHAMIAN COUNTER-DRAFT TO OURS.
4. WASHINGTON STATES THAT A REDUCTION IN THE PERIOD OF THE AGREEMENT FROM 15 TO 10 YEARS IS NOT ACCEPTABLE. A 15-YEAR PERIOD IS THE MINIMUM REQUIRED BY OUR DEPARTMENT OF DEFENSE FOR PLANNING EFFECTIVE UTILIZATION OF AND INVESTMENT IN THESE FACILITIES. ANY SHORTER PERIOD WOULD MAKE IT NECESSARY TO CONFIDENTIAL

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CONSIDER THE ALTERNATIVE OF A PHASEOUT AGREEMENT.

5. WITH RESPECT TO YOUR QUESTION ON WHICH AUTECH SITES WOULD BE REQUIRED, SITES 1-4, 6 AND 7 ARE ACTIVE AND PRESENT PLANS CALL FOR THEM TO REMAIN SO FOR THE DURATION OF THE AGREEMENT. SITES 5, 8-10 ARE PRESENTLY INACTIVE BUT REQUIRED FOR FUTURE USE DURING THE LIFE OF THE AGREEMENT.
6. WE CLEARLY HAVE A BASIC CONCEPTUAL PROBLEM IN CONNECTION WITH THESE NEGOTIATIONS AND WE MUST HAVE A MEETING OF MINDS BEFORE WE CAN GET VERY FAR ON SPECIFICS. THE U.S. IS PREPARED TO CONSIDER A PACKAGE ONLY IN THE SECURITY CONTEXT, AND NOT IN WIDER ECONOMIC AREA. UNLESS WE CAN GET BACK TO SUCH AN

APPROACH WE WOULD RELUCTANTLY BE FORCED TO CONSIDER PHASE-OUT,
A RESULT, I BELIEVE, WHICH WOULD NOT BE IN THE BEST INTERESTS
OF EITHER SIDE. IN SUM, CONTINUED USE OF THE FACILITIES BY
THE U.S. MUST REST ON AN AGREEMENT CONCERNING A REASONABLE
PAYMENT. WE WOULD HOPE THAT THE BAHAMAS WOULD REVIEW ITS
POSITION IN THE LIGHT OF THIS U.S. RESPONSE AND, HAVING REJECTED
THE HALF MILLION DOLLAR PER YEAR PAYMENT, COME UP WITH A
DEFINITIVE COUNTER OFFER. UNQUOTE

2. COMMENTS FOLLOW SEPTTEL.
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